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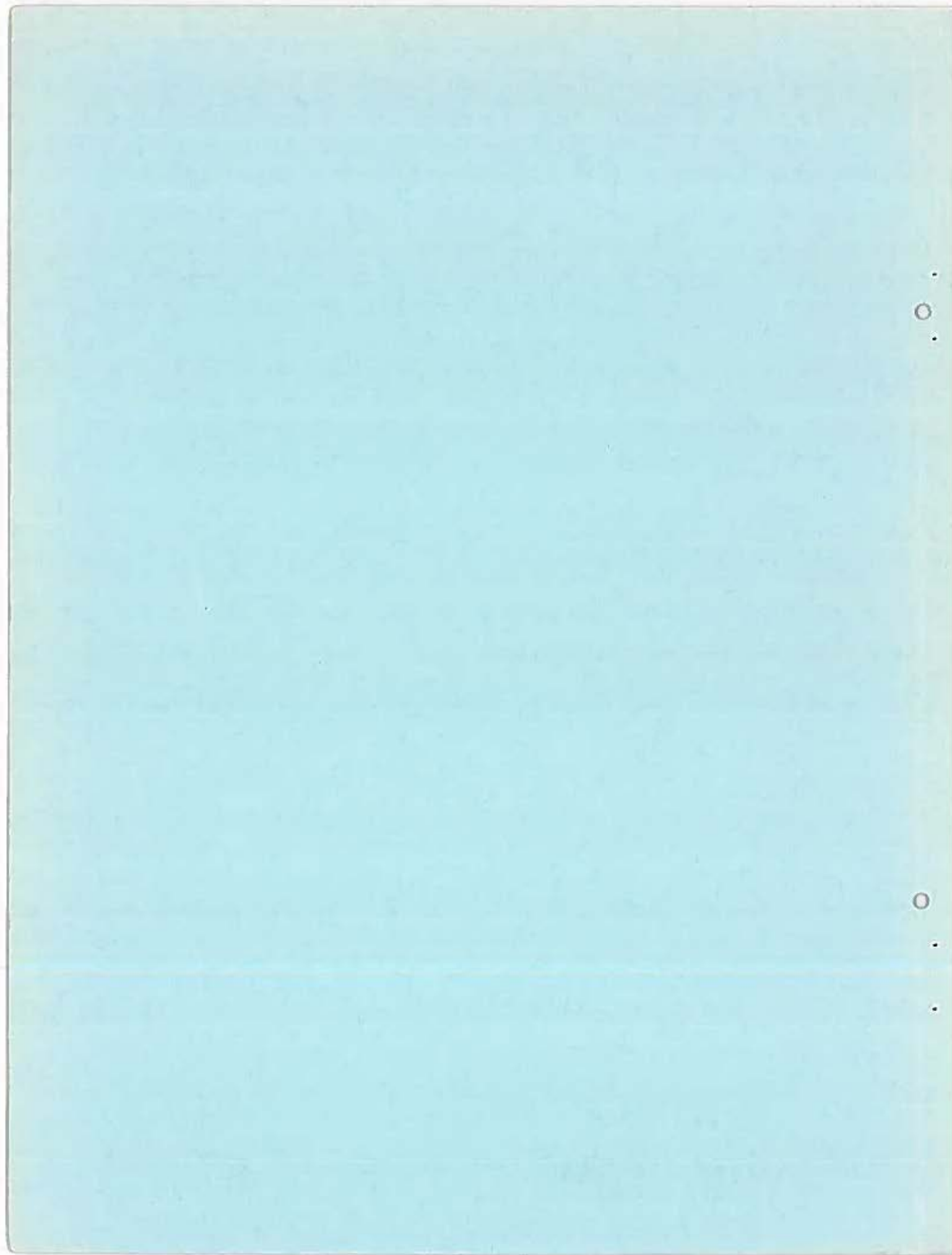
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# MANAGEMENT QUARTERLY

NAVAL POSTGRADUATE SCHOOL

DECEMBER 1974



## MANAGEMENT QUARTERLY

Prepared at the Naval Postgraduate School -  
Issuance of this periodical approved in accordance with Department  
of the Navy Publications and Printing Regulations P-35.

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This edition is a continuation of a student project initiated in the fourth quarter, 1968-69 academic year. Articles are selected for publication from student term papers submitted in the normal course of scholastic endeavor within courses in management offered by the Department of Operations Research and Administrative Sciences. The views expressed are those of the authors exclusively and in no way reflect the attitude or endorsement of the Defense Department, Navy Department, or the Naval Postgraduate School.

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## MANAGEMENT QUARTERLY

The purpose of this Quarterly is to provide a forum for the exchange of ideas and information among management personnel in the Department of Defense. It is intended to be a vehicle for the expression of views on management problems and for the presentation of solutions.

Volume 1, Number 1  
January 1964

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The purpose of this Quarterly is to provide a forum for the exchange of ideas and information among management personnel in the Department of Defense. It is intended to be a vehicle for the expression of views on management problems and for the presentation of solutions.

## AN EDITORIAL

This edition of the Management Quarterly is dedicated to a general trend of thought; military manpower resource allocation.

The Faculty Opinion is an excellent informative article concerning future graduate education programs followed closely by a dissertation on the personnel selection for Postgraduate education.

A possible solution to manpower planning is found in two articles. One concerning force level requirement, the other dealing with the utilization of the servicewomen in the military in fulfilling this requirement.

Our primary source of articles for publication consideration comes from solicitation through the Department of Operations Research and Administrative Sciences faculty. If you feel your recent academic effort would be of interest to our distribution, please contact a member of the editorial staff. We work for you.

## THEORY

The first part of the paper is devoted to the study of the

properties of the function  $f(x)$  defined by the equation

$$f(x) = \int_0^x f(t) dt$$

and to the study of the function  $F(x)$  defined by the equation

$$F(x) = \int_0^x f(t) dt$$

and to the study of the function  $G(x)$  defined by the equation

$$G(x) = \int_0^x f(t) dt$$

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$$H(x) = \int_0^x f(t) dt$$

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$$I(x) = \int_0^x f(t) dt$$

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and to the study of the function  $L(x)$  defined by the equation

# FACULTY OPINION

by CAPTAIN D. W. MATHEWS  
PROGRAM MANAGER FOR COUNSELING  
OFFICE OF CONTINUING EDUCATION  
CURRICULAR OFFICER  
AERONAUTICAL ENGINEERING



This is an exciting time because revolutionary changes are taking place at the Naval Postgraduate School and in the Navy's educational system. These changes will effect Navy men and women everywhere and will provide educational opportunities never before possible. Because I value so deeply the benefits of the very special education we provide, I find it extremely stimulating to be a part of the group planning this revolution. Let me share with you my own opinions as to what is going on.

First, I see that a revolution is taking place in the Navy's graduate education system where future programs will be a blend of off duty, work/study and short fully funded residency efforts spread across each officer's career. Secondly, a revolutionary change is taking place at the Naval Postgraduate School where educational offerings will be taken off campus for presentation to military officers and DoD civilians wherever they work. And thirdly, there will be a major shift to non-traditional educational methods personally tuned for adult learning of Navy professionals. The Continuing Education Program is the thread that ties these changes together.

What are the forces bringing about these revolutionary changes. The environment for the Naval Establishment is a complex one that consists of all the current pressures of the society plus the post war wind-down of



military forces. Our world is full of rapidly expanding knowledge in all disciplines, revolutionary advances in technology, tightening economic constraints, high military manpower costs, new national and world wide political pressures, and the demand for many social changes and personal freedoms in the society. The last element is particularly important to the Navy because of the recent implementation of the all volunteer force and its dependence on recruitment of new people from the society. However, all of these forces must be accounted for in the Naval Service through effective use of graduate education and training throughout a Naval career.

The forced flow of all military officers through their careers is highly mobile and dynamic when compared to typical civilian careers. In the military closed personnel system, the forced upward movement insures a healthy officers corps with top leadership continuously available from within. Whereas, in the civilian sector, the career progression is highly stable in specialized fields for most people and only a select few follow the highly dynamic mobile route to top executive positions. These modern top civilian leaders have received special professional development and are highly educated. High upward mobility for both civilians and military professionals depends on increased education to prepare for the difficult leadership positions necessary in our complex modern world.

From a practical side, one of the most significant variables causing change is high military personnel costs. Consequently, insufficient dollars are left over in the military budget to buy needed ships and planes. Therefore, the mood of the Congress is to take whatever steps are necessary to shift the balance of military spending more in favor of weapon systems procurement and less on personnel costs such as education. Savings in the education area can be realized by making more efficient use of educated people in essential billets and by reducing the amount of high cost fully funded education.

The Operational Technical Managerial System (OTMS) is a new personnel system with appropriate incentives to insure we make efficient use of personnel with the necessary advanced education. The newly emerging Continuing Education Program provides a means of reducing costs of graduate education while at the same time providing better education for more people.

The Office of Continuing Education was established at Naval Postgraduate School at the beginning of this academic year with a Director, Dean Max Woods, and three half-time program managers. Professor Otto Heinz is the Program Manager for Short Courses, Professor Abe Sheingold is the Program Manager for Regular Courses and I am the Program Manager for Academic Counseling. The Continuing Education Program will provide a means of meeting new objectives of the Navy's education system that will incorporate new DoD policy summarized by the following: "Budgetary constraints mandate the expansion of off duty and work/study programs as less costly alternative sources of educated personnel."



Initial efforts by the Office of Continuing Education have been to establish a Continuing Education Program plan with the following primary objectives:

1. To reduce, to the extent feasible, the average length of fully funded NPS tours without sacrificing the educational worth of the curricular programs.
2. To extend NPS educational services to Navy and other DoD personnel beyond its present fully funded clientele.
3. To minimize the gap between advancing knowledge and its utilization by providing specifically relevant learning programs for timely professional utilization.
4. To provide a continuum of education counseling to the overall Navy officer corps that will achieve a more effective correlation between education-based knowledge acquisition and officer career requirements and assist in reducing fully funded residency time.

At the present time, several short courses have been offered both on and off campus in response to various user's needs. Credit for these courses will typically be given in the form of nationally recognized Continuing Education Units and are not used for degree programs. In another area, efforts are underway to develop courses covering material similar to regular resident courses to be given off campus. These courses would carry regular academic credit accepted by the Naval Postgraduate School toward curriculum and/or degree requirements as appropriate. First priority in development is for courses from the preparatory phase, which includes the canceled six week refresher period and the undergraduate core. A special feature of these courses will be unique materials designed for a self-paced effort under the guidance of a knowledgeable tutor. It is anticipated that tutors will be well qualified former students at the Naval Postgraduate School who volunteer to provide this service with formal recognition given through the fitness report system. Gradually, as resources are available and as the demand indicates, many courses for full graduate credit will also be made available. However, it is envisioned that a short residency tour will be required at the Naval Postgraduate School to complete all curriculum and degree requirements.

I feel the biggest need of all in the Continuing Education Program is the need for personalized academic counseling coordinated with up to date BUPERS career counseling early in an officer's career prior to his making application for graduate education. I believe that across the officer corps, very little information is known about how to choose a sub-specialty field or graduate education curriculum that is consistent with



academic background, personnel career goals and Navy needs. Experience of the Naval Postgraduate School indicates that approximately 80% of our student inputs are not fully qualified academically for direct entry into graduate school because of poor previous academic performance, mismatched undergraduate preparation, or excessive time away from school. Yet because our students are top performers professionally and the Naval Postgraduate School is prepared to give special help, they are able to complete tough academic programs and achieve their graduate education objectives. This information is not common knowledge for officers facing the decision of a request for advanced education.

Because of the need for officers in technical programs in the last few years, the Engineering Science program has helped many fine officers to prove their academic ability by taking courses programmed to overcome previous deficiencies. Others more qualified in the direct input to curricula have also been highly successful. Among the important reasons for this success are specially designed programs and academic guidance received from the Naval Postgraduate School faculty and staff. However, there are many other top performing officers in the Navy who are not selected by the board for their desired curricula because they don't have the proper academic credentials. A Naval Postgraduate School academic counseling service administered in conjunction with BUPERS career counseling could help correlate Navy billet requirements (job opportunity), personal interest (motivation), previous academic qualification, and future career plans to determine what courses an individual should take from the Naval Postgraduate School or other universities to insure qualification prior to application for a residency program. In addition, there are courses that could be completed prior to arrival at the Naval Postgraduate School that would shorten residency time and allow officers to return to fully productive fleet assignments early or take an extra tour in a subspecialty billet.

At the present time Navy Campus For Achievement (NCFA) is establishing a network of professional civilian academic advisors located wherever Navy people are gathered in order to provide pure academic counseling for undergraduate work. This network currently consists of approximately 100 advisors. Although in the early stages of planning, it is anticipated that a team relationship will be established between Naval Postgraduate School counselors, NCFA advisors and BUPERS detailers in order to provide a complete spectrum of counseling services to Naval officers around the world.

In dealing with course preparation for the new continuing education mode, new non-traditional educational methods are more appropriate and consistent with adult learning theory than old methods patterned after child learning methods. Several weeks ago, about 31 members of the faculty and staff (approximately 10% of the faculty) met for two days for a workshop on the Personalized System of Instruction (PSI) where they learned about PSI using the PSI method. The workshop was arranged by the Dean of Educational Development and given by Ben A. Green, Jr., of the Center for Personalized Instruction, Georgetown University. As I view it, PSI uses modern adult learning theories that if widely accepted at the Naval Postgraduate School will make a quantum



jump forward in using the unique potential of our officer student body. I believe the PSI method is very similar to what lies behind the Navy's thesis requirement that calls for a close personal working relationship between the student and faculty advisor involved together working on a realistic problem solution. As I have observed them, these relationships are truly adult learning situations that make the thesis work the most important part of our curricula. Already some individual faculty members and academic departments are viewing PSI as a flexible means to encourage capable students to accelerate through basic fundamentals courses to advanced studies and thesis research where the real payoff of our program lies. For students having difficulty with the preparatory phase, the self-paced feature readily allows them time to insure a solid foundation is received prior to moving on to more difficult courses. And finally, PSI courses can easily be adapted for use in the Continuing Education Program off campus using qualified tutors.

I have briefly touched on several areas of major change that I believe will radically change the Navy's educational system. As we implement the Continuing Education Program outlined above, I see the crucial benefits of graduate education, as provided by the Naval Postgraduate School since 1909, spreading from a select few in the lower ranks across the officer corps to all Navy professionals. This sharing of what I value so much is extremely rewarding to me personally because my educational experience at the Naval Postgraduate School ranks among the most important events in my life.



## BIOGRAPHY OF DONALD WILLIAM MATHEWS

Donald W. Mathews, Captain, U.S. Navy, was born in Loma Linda, California, in 1930. He attended the University of California at Berkeley as a regular NROTC midshipman and received the degree of Bachelor of Science in Engineering in 1953.

After designation as a Naval Aviator in 1954, he served in Patrol Squadron NINETEEN and as an Instrument Flight Instructor in the Advanced Training Command.

Upon selection for graduate study, he reported to the Naval Postgraduate School, Monterey, California, where he received the degree of Bachelor of Science in Aeronautical Engineering in June 1960. Continuing his study in the field of aircraft structures at Stanford University, he received the degree of Aeronautical Engineer in 1961.

He was next assigned to Patrol Squadron ONE at Whidbey Island, Washington; followed by a tour aboard the USS YORKTOWN as Nuclear Weapons Officer where he qualified as OOD underway in formation.

Following graduation from the Armed Forces Staff College at Norfolk in 1966, he was an Aeronautical Engineering Instructor for two years at the Naval Academy, Annapolis. During this tour he was active in Computer Aided Instruction, exploring the use of time-sharing computer terminals in the classroom.

After being selected for Aeronautical Engineering Duty, he changed designator to the restricted line in 1968 and served two years in the Naval Air Systems Command Headquarters, Washington, D.C.

In May 1970 he reported to the Naval Postgraduate School, Monterey, California. He has been the Curricular Officer for Aeronautical Engineering since July 1971 and is Program Manager for Educational Counseling in the newly established Office of Continuing Education. In addition, he is Chairman for the Graduate Education Subcommittee for the Interservice Training and Review Program, coordinating efforts of the four services to improve graduate education programs and interservice cooperation. He is a member of Sigma Xi and the American Institute of Aeronautics and Astronautics.

### PUBLICATIONS OF D. W. MATHEWS

#### OPEN LITERATURE

Books; published papers, notes, letters.

1. An Optical Method for the Determination of Buckling Deflections with W. B. Higgins  
First Award Student Papers  
Minta Martin Aeronautical Student Fund of the  
Institute of Aerospace Sciences, (1961)

# *A MORE EFFECTIVE METHOD OF EVALUATING NAVAL OFFICERS' ACADEMIC RECORDS FOR ADVANCED EDUCATION*

*by S. D. McLeod, Jr.*

*Naval Postgraduate School, Monterey, California is a unique institution with a host of unusual aspects in all facets of its operation and administration. This paper examines one particular area of operation, that of the selection of candidates to attend Naval Postgraduate School as well as other graduate education programs available to officers in the U.S. Navy. The effectiveness of the academic screening process is given a critical evaluation. A recommendation is made for improvement of effectiveness of this process by making it a continuing process. The author is the assistant curricular officer for the Engineering Science curriculum and is currently the Naval Postgraduate School advisor to the Naval Post Graduate School Selection Board.*

*S. D. MC LEOD, JR., LCDR, USN; B.S., 1971, Naval Post Graduate School, candidate for M.S. in Computer Systems Management.*

*This paper was submitted to Professor Horton for Managerial Economics, MN 3143.*

*Annually, in mid or late summer, there occurs an evolution at the Bureau of Naval Personnel which generates mixed emotions for literally thousands of naval officers. The Postgraduate Education Selection Board creates disappointment in some of those selected for a program and for most of those not selected who applied for a program. The majority of the board members are reluctant participants ordered to duty on the board in addition to their regular jobs which naturally suffer from neglect in their absence. Assignments to new duty stations are sometimes delayed because an individual's record is tied up in board*



proceedings. Officers who visit the Bureau of Naval Personnel are frequently frustrated by having to wait an unreasonable length of time to view their personal record. Additionally, there are some people who are opposed to the present concept of advanced education [1:43] while others praise it [2].

The Postgraduate Education Selection Board is charged with selecting "...those officers best suited for courses of instruction in the Postgraduate Program based on the individual officer's desires for Postgraduate education, professional record of performance, promotion potential, prior educational record, and the needs of the service." [3:4]. This would seem to indicate that selection for postgraduate education could be defined as a function of five variables. Like most simplifications of complex processes, it is found after only cursory examination that the variables are complex functions in themselves.

Analysis of an individual officer's desires for postgraduate education, for example, will reveal that, among other things, the following factors enter the picture:

1. The officer is assumed to be aware of the programs available to him/her and of his/her eligibility for various programs. Too often the junior (and sometimes the not so junior) officer will indicate a preference for a program with a glamorous sounding name, one that has been discussed in his/her presence, or the best one "to get your ticket punched."
2. Preferences are assumed to be transmitted to the selection board. Individual officers must assume that their preference card was properly transmitted to the Bureau of Personnel, that the correct information was extracted from the card, and that their service record was directed to the proper selection board subpanel. The subpanels in turn must assume that the stack of records they are to review are all of the eligible applicants for a given program for the fiscal year. An eligible applicant in this case is one who is in the year groups to be considered by the Board [4]. Opportunities for errors abound.
3. All officers with certain designators who are in a given year group or junior are considered for an undesignated technical program at Naval Postgraduate School even if they do not indicate a desire for postgraduate education or if they indicate that they do not desire postgraduate education. In addition, all officers who indicated a preference for postgraduate education, but were not among the selectees for their choice of programs are considered for the technical programs if they have the proper designator and fall within the appropriate year groups. Year group eligibility can vary with designator [4].



4. The intensity of the individual's desire for postgraduate education is an unknown. If selected will the aviator really accept orders to the Aeronautical Engineering Curriculum at Monterey or was this merely indicated as a choice on a preference card to "see if I get selected" or else to give what is believed to be a good impression to a promotion selection board. Unfortunately, some officers do indicate a postgraduate preference with no intention of attending school if selected. Postgraduate education with the U.S. Navy is voluntary after selection.

As can be seen by the preceding, the complexities of selection candidates for postgraduate education can be overwhelming. Fortunately, the selection board does not have to make an objective analysis of an individual's desires. Applicants are assumed to be equally motivated and those screened for the undesignated technical programs will have an opportunity to make their desires known after selection. Likewise, the board is not burdened with determining the needs of the service. This information is provided in the form of a quota plan which acts as a constraint on the numbers selected for education in each program. This allows the board to concentrate its efforts in the areas of professional record of performance, promotion potential, and prior educational record. Even so, the task is monumental when confronted with the service records of 15,000+ individuals.

Since the method of performance evaluation of an individual at any given time is based on the same parameters used to rate all of his/her contemporaries, an approximation of an ordering of candidates by performance can be arrived at after some adjustments for inconsistent grading techniques by seniors are made. Similarly, promotion potential becomes a matter of comparison of the ranked candidates with the probable promotion percentages (with consideration given to a safety factor for the cutting point and some judgment). Both of the preceding then are a function of and derived from the officer's fitness report history. This reporting system is closely monitored for completeness and inconsistencies. Thus, periods not covered by a report are quickly identified and action taken to correct the deficiency.

Prior educational record is probably the most complex function affecting an individual's selection. The many parameters associated with academic potential and performance often result in conflicting opinions when the same record is viewed by two different persons on the same selection board. It must be remembered that the selection board is composed of officers who may have seen hundreds of fitness reports, or who may have written hundreds of reports for that matter. Very few officers, however, have viewed transcripts from more than one or two colleges.



Missing transcripts and incomplete transcripts are probably the two biggest problems confronting someone attempting an evaluation of the academic performance of naval officers. For various reasons entire groups of U.S. Naval Academy graduating class transcripts do not get entered into service records. An officer commissioned through the Navy Enlisted Scientific Education Program (NESEP) may have his transcripts entered in his enlisted record which is separated from his officers record. The enlisted record is not presented to the postgraduate selection board unless a special request is made for it since the board normally receives only the officer's selection board file and fitness report file. Incomplete transcripts may arise from any number of causes such as improper transfer of credits, failure of a registrar to send the latest information when a transcript is requested, and possibly the fact that a complete transcript (one showing the degree awarded) does not exist. On occasion line officers have been commissioned without completing a college education or, in some cases, with no college education at all. The major reason for incomplete transcripts among the records of junior officers appears to be the administrative processes leading to a commission. There is a requirement that candidates for a commission submit an application along with their transcripts some months prior to the time they will be available for Officer Candidate School or assignment after NROTC completion. Since most of those entering military service desire to do so shortly after graduation, their application is submitted prior to actual graduation from college. If the individual is accepted and commissioned, the final transcript is rarely placed in his service record. This discrepancy can and does lead to failure of an individual being selected for postgraduate education with the possibility of a less qualified person being selected because his record was complete.

An attempt is made to rectify the discrepancy of a missing/incomplete transcript by having the selection board member who discovers the problem fill out a "form" postal card for transmittal to the officer concerned. There is no guarantee that the officer will receive this card since it is addressed to the best mailing address available in the service record and not necessarily the officer's current address. Since the card is rather unofficial looking, although it is stamped "OFFICIAL BUSINESS", the response is not the most desirous.

As an alternative to the present process, a more effective method of academic evaluation is proposed. This proposed method should result in an improved effectiveness in determining those best qualified academically for postgraduate education while at the same time allowing future selection boards to concentrate on more effective professional performance evaluation. In relative terms the cost of the proposal would not appear to be high from a financial standpoint.

First, academic transcripts of all U.S. Navy officers, should be kept at a central location point and preferably not at the Bureau of Naval Personnel. Since Naval Postgraduate School is the major participant in postgraduate education for naval officers, this command would appear to be the optimum location. The school also has a good deal of expertise in the area of academic evaluation.



The postgraduate education selection boards should no longer attempt to evaluate records for academic performance under present guidelines. Currently, effectiveness of this evaluation is a function of the following:

1. Availability of complete records at the time of the board's meeting.
2. Previous experience of the evaluator in dealing with academic transcripts.
3. Time available to a board member to evaluate a record.
4. Biases of the evaluator.

Items 1 and 2 above were previously discussed. The second item varies considerably while the selection board is in session. Most board members have not had any experience in this area at the outset. By the time two weeks have elapsed their expertise has increased many-fold as indicated by the numbers of records processed by each member in a day. The third variable is related to the number of applicants for a given program. The more applicants there are, the less time there is available for evaluation. Those items which bias an evaluator are difficult to define, but would include the academic background of the evaluator, the program for which he is evaluating applicants, and opinions as to the difficulty of curriculums at various institutions.

To eliminate or reduce the problems associated with current selection board evaluation of academic records, the task should become a full time job utilizing someone from the education administration field. It would probably involve the hiring/assignment of two persons familiar with academic records or someone capable of being trained for this. These individuals would fit into the organization of the Naval Postgraduate School under the jurisdiction of either the Dean of Curricular or the Continuing Education Officer. Their task would be to screen the applications for postgraduate education to determine academic eligibility for the program(s) requested. Those applicants who were academically not eligible for the program(s) of their choice would be notified of the nature of the deficiency and the means of correcting it, if appropriate. If the applicant were eligible for a program, an evaluation would be made and the officer would be informed of the academic evaluation as would the next selection board which considered his application. The proposed changes would insure that only those academically eligible would be considered for any program.

Counter arguments for retaining the status quo will most likely concentrate on the increased cost of a full time office to evaluate and screen academic records or else on the prospect of civilian participation in the selection process. The cost is not what it would appear to be at first glance. If the assumption is made that the additional personnel costs would be in the vicinity of \$60,000 per year including fringe benefits, this must be compared with the cost for personnel for the selection board. The most recent selection board (FY 76) comprised 93 members, advisors and recorders. If the full time members and recorders (83) are considered, their cost for the month the board was in session was \$154,709 [3,6]. This figure does not include the cost of the advisors, observers, or permanent selection board support personnel. It would be reasonable to assume that 40% of the board members' time is spent in academic evaluation at a cost in excess of \$60,000.

As far as civilian participation in the selection process is concerned, it can be observed that civilians determine the admissability of students to those civilian institutions which officers attend under the present system. Additionally, it may be argued that a civilian may legally write a fitness report on a naval officer [5] and this is often done in practice. A fitness report evaluation is critical to most selection processes and is in no way limited to the postgraduate selection process. Therefore, it may be concluded that civilians already participate actively in the current process.

The principal benefit of the proposal being submitted would be a more effective academic record evaluation in relation to selecting candidates for advanced education. With the burden associated with the current procedures removed from the selection boards, effectiveness of performance evaluation should also increase. The result should be the ability to identify those best qualified to meet the needs of the service rather than identifying most of the better qualified.



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- [4] "Chief of Naval Operations Notice 1520" August 7, 1974.
- [5] "Bureau of Naval Personnel Instruction 1611.12D," November 16, 1973.
- [6] "U.S. Navy Comptroller's Manual".



# *MOTIVATION AND MILITARY MANPOWER PLANNING*

by P. J. F. Tuckett

*Major Tuckett has presented a possible solution to one of the major problems plaguing manpower planners throughout the free world. The author addresses the difficulties encountered in recruiting and training a viable defense force that meets the needs of the country while utilizing a totally integrated force of career and non-career personnel.*

PETER J. F. TUCKETT, MAJOR AUSTRALIAN ARMY; B. Commerce, 1965, University of Melbourne; candidate for M.S. in Management.

*This paper was submitted to Professor D. Courtney for Personnel Motivation, MN 4115.*

## INTRODUCTION

### The Problem:

One of the problems confronting a military planner in an industrialized Western nation is the difficulty of harmonizing long term manpower objectives with the short term requirements of political, economic and strategic considerations. This difficulty can be simply expressed by recognizing that it takes in the order of fourteen to twenty years to groom an individual

for a senior managerial position in the military, yet other considerations (political and strategic in particular) demand that the actual force structure and size be capable of expansions and contractions within a three to five year period.

This requirement is shared with some non-military establishments but the problem for the Services is exacerbated by the unique demands of the military in that:

- a. There is limited lateral entry into the military, especially at the senior levels where it is not feasible to directly recruit from the external labour supply.
- b. Both in peace and war time the force must contain a high proportion of young and vigorous individuals who can supply the necessary physical stamina as well as the essential enthusiasm and adaptability.
- c. Long term service in the military requires a special commitment to it as a way of life.

#### A Possible Solution:

One approach to dealing with this problem is to decide on a blending of the force structure between career (long term) and non-career (short-term) people. The rationale being that career people will provide the long term (twenty years) force nucleus and the required short term (two to five years) responsiveness will be achieved primarily by manipulating the flow of non-career people.

Figure I provides a hypothetical model of how such a system would work. Here, the approach is to establish upper and lower level bounds beyond which (excluding general mobilization) it is felt the Government policies or their requirements will never require the system to operate. It is assumed a 1:2 low to high, level force ratio exists and that a total force concept is employed whereby a major rapid expansion would be accomplished in the most part by the use of Reserve forces.

The force is composed of fifty per cent of people under the age of twenty-five years, thirty per cent from the age group twenty-five to thirty-eight and twenty per cent in the over thirty-eight age group, with a possible upper limit of sixty years old. The determination of force structure by age group is important because studies have shown age and employment pattern (including retention rates) to be highly correlated based on knowledge of retention rates. Figure I also shows how the force will be composed of varying amounts of career people. The junior career group will be the smallest percentage (in absolute terms it will be the biggest) when compared to the senior career group which will be the largest percentage and the middle career group will lie between these two. This relationship shows how the problem will mainly be one of assuming



FIGURE 1

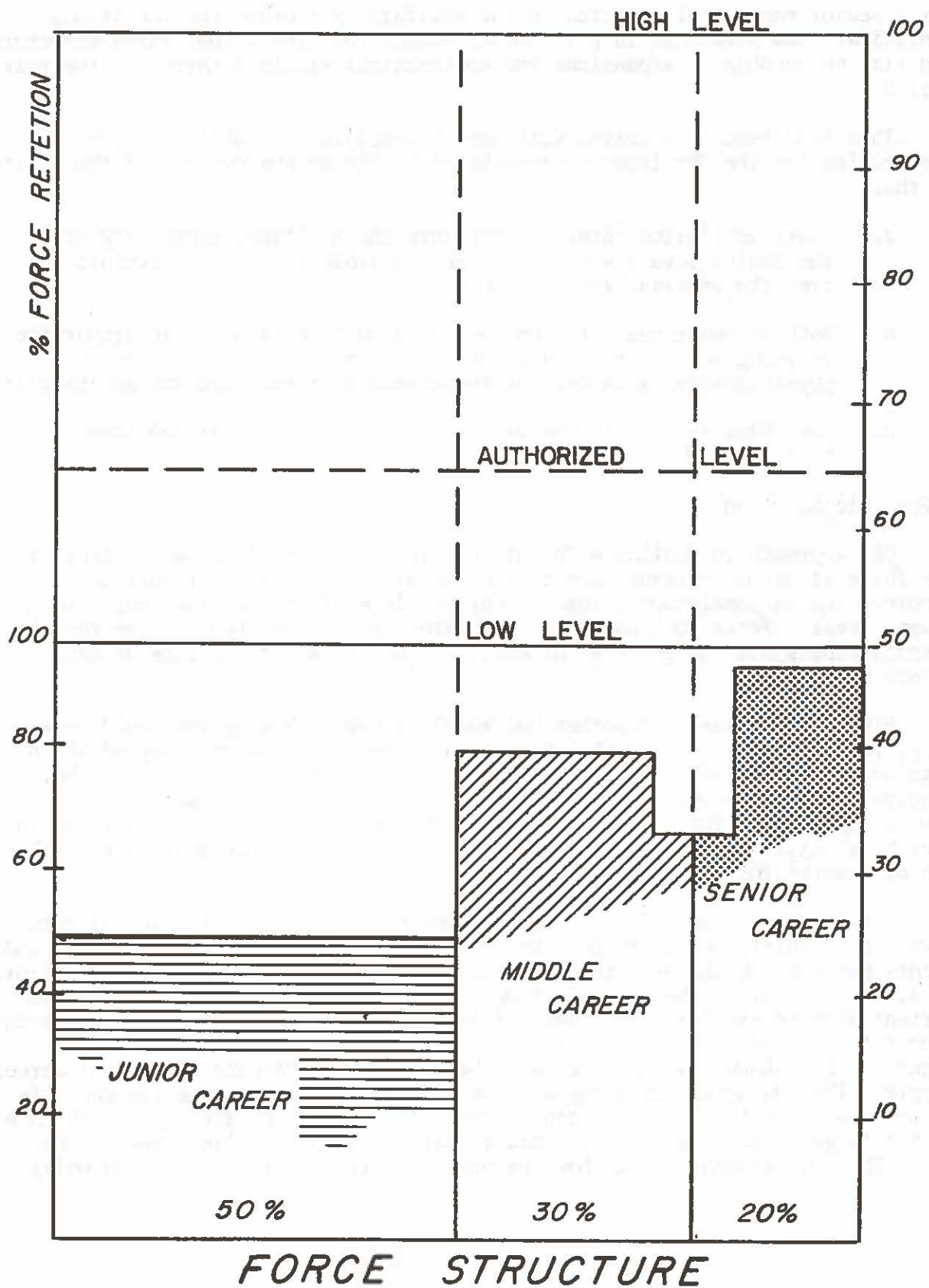


FIGURE 2

supply of short term people into the junior and middle segments.

The system would be operated by having the career force structured so as to approach as closely as possible the low level bound which would usually be below the actual authorized strength permitted by the Governments' policies existing at that time. In practice it is assumed that the authorized force strength would show fluctuation with a time span of three to five years. Figure 2 is a hypothetical representation of how the system may function. Whilst ideally the actual force size would agree with that authorized practical considerations, not the least being. The military has to react to Government decisions and not usurp their prerogative to determine defense posture, will define the actual level to lag somewhat behind the authorized level. The management of this lag will then be achieved mainly by controlling the supply of short term people and hopefully the career prospects of the long term members will not be disturbed to an unacceptable extent.

#### Approach:

Against the background of this need for short term people, the aim of this paper is to briefly examine the behavioral aspects associated with an individuals decision to enter into a short term of military service, and then to offer some suggestions as to how the military could enhance the attractiveness of such a period of service.

Throughout the discussion it will be assumed an all volunteer force is being considered, the nation is at peace and no unusually strong economic factors are operating; e.g. depression or boom.

### THEORETICAL CONSTRUCTS

An understanding of the motivational factors influencing occupational choice requires exposure to such classical works as those of Maslow, Herzberg and Vroom. From those it is possible to grasp the importance of a hierarchy of needs, that people will need more than attention to matters of pay to experience "job satisfaction" and that some form of goal congruence will be sought between the potential employee and the organization. It is also necessary to recall that in popular stereotype, or more accurately caricature, the military image is not consistent with many of the more highly prized dimensions of the work place. In particular many people are unaware of the potential for self development and the high order training in technical skills that military service can offer. There is also a strong tendency to believe that military service will deprive the individual of much of his personal liberty and so deny him the feeling of fate control, which surveys show as being of great importance. It is strange that



## FORCE LEVELS

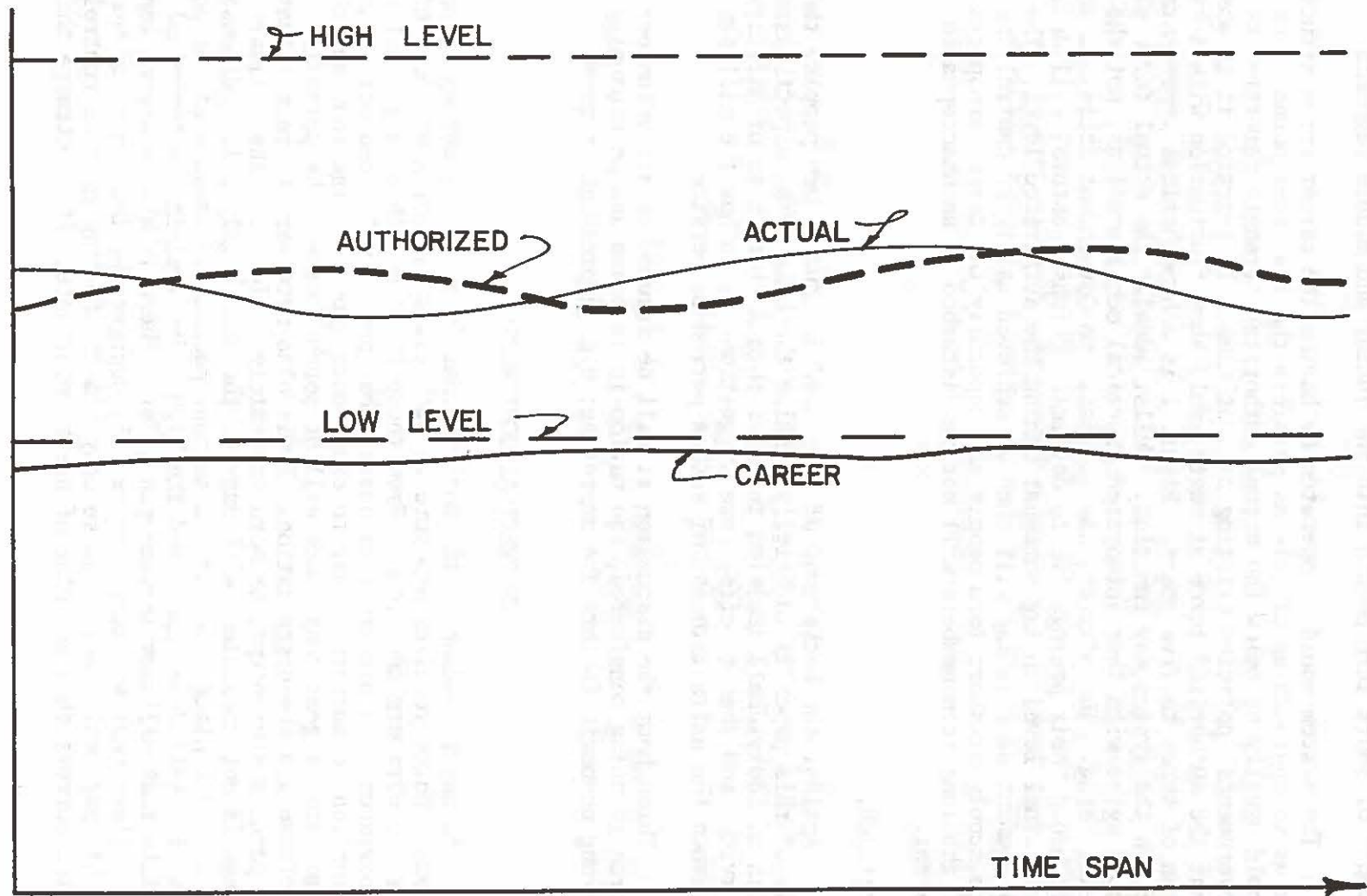


FIGURE 2

this impression should still retain as much currency at a time when the military itself is being subjected to a form of demilitarization "e.g. one report claims that only one military person in five currently performs a purely service related job which has no close equivalent in civilian life" [Beam 1973].

An appreciation of the considerations surrounding people at the various stages of their life is also essential. There is evidence [Super and Bohm 1970] that an individual passes through up to five vocational stages in his life time ranging from his early childhood days of developing self concepts through to the period of ultimate decline. Passage through these stages is affected by personal (psychological and social) characteristics as well as by the intervention of teachers, counselors and employers. Socioeconomic differences are also apparent. Experiences such as marriage, greater awareness of ones self and the environment and a fuller appreciation of ones potential all mean that individuals in the different age groups will perceive of themselves as forming different needs. Thus they will evaluate the wisdom of a period of military service from different frames of reference. Surveys suggest potential junior enlisted men will look closely at opportunities to travel, to receive paid college education, or some form of skills training and will want to say in the choice of assignment. Junior officers will probably be more interested in the provision of advanced education, self development opportunities and the idea that by serving in the military they will not put themselves at a competitive disadvantage with their peers in civilian employment. Members of the middle age groups will show special interest in matters relating to the welfare of their families and will be especially concerned with conditions of service. Many will also have interests, either professional/technical or social, outside of the military which will give them their main source of satisfaction. They will look to the Service mainly to provide security or some form of experience they value.

In attempting to develop an overall profile of the non-career type compared to the career military person, it is interesting to note the work of Kaplan (1962) who used seven characteristics to distinguish them:

<u>Characteristic</u>	<u>Career</u>	<u>Non Career</u>
1. Security Consciousness	Greater Consciousness	More of a risk taker. Greater confidence about civilian employment.
2. Independence of action	Either lacks desire for independent action or shows ability to formulate independent action within the military.	Feels constrained by military life style, greater desire for independence of action.



<u>Characteristic</u>	<u>Career</u>	<u>Non Career</u>
3. Confidence in occupational self sufficiency	Less confident about civilian expectations. More confident about expectations with the service.	Greater expectations with civilian employment.
4. Military and civilian status symbols	Highly valued	Little value in reacting to status symbols.
5. Desire for individual recognition of effort	Low. Group recognition more important.	High.
6. Own supervisory ability	Confidence of own ability especially in large groups.	Not as confident, more confident with small groups.
7. Acceptance of authority	Do not perceive service regulations as hampering initiative. Willing to accept any assignment.	See regulations as a limitation on actions. Object to assignment under adverse conditions.

This comparison does in some ways seem a little superficial as it concentrates more on the immediate job environment rather than the overall feeling of self fulfillment an individual may be experiencing. It neglects such important issues as the immediate family's attitudes and the individual's feeling of the relevance of the military profession. However it has merit in that it highlights some essential differences in attitude between the career and non career types. It would seem that the career person finds the military way of life agreeable albeit for a variety of reasons, whereas the non career type does not. However for his own reasons the non career person may find it acceptable to serve in the organization for a limited time. Braunstein (1974) in studying the attitudes of non career physicians found they complained of a lack of job satisfaction, had a dislike of the job context and really only enlisted (excluding draft motivations) to take advantage of an opportunity to receive income whilst contemplating their future and also to obtain the advantages of the available educational and training facilities.

Research by Broedling (1974) on the presence of "internals" (i.e. people who see themselves as acting on the world) and "externals"



(i.e. people who see the world acting on them) in the Navy found that according to her sample results Navy people were generally more internal than the population and certainly more so than college students in particular. Broedling's Navy sample consisted primarily of career people and her results tended to support Kaplan's view that some people can accept and learn to live within the military system and simultaneously feel an exercise of personal initiative and influence. Broedling suggests those that can not usually leave after one tour of duty. For the career people it is also interesting to note Broedling's observation that the service concepts of a clear chain of command, accountability and responsibility actually stimulate in those individuals a greater sense of personal growth and satisfaction than they might feel in a more loosely structured situation.

#### SUGGESTIONS FOR THE FUTURE

It is fairly clear that people who decide to make the services a career are motivated by a variety of reasons and will have just as varied hopes for the future. However, it does seem valid to generalize and claim this group will be characterized by a feeling of satisfaction with the military life style and a general conviction that the military as such fulfills a meaningful role in society. However, the group of particular interest to this discussion is that which has been described as non career. They also have a variety of motivations for joining the services but in general they will experience less satisfaction with the overall experience of service life and in many cases they accord the profession of arms less prestige. For them the services will be merely an opportunity to move towards some personal long term goal or to provide a holding position until they go onto something else.

As previously discussed the military can make use of both groups of people and it is now proposed to offer some suggestions as to how the supply of non career individuals can be managed to the mutual benefit of both parties.

#### Attitudes:

Initially both to increase the supply of available manpower and to introduce more responsiveness into the system there must be some attitude changes in various areas.

The nation as a whole must be shown that the military forces have more than the most rudimentary skills training to offer. They must be acquainted with the ability of the services to offer rewards beyond the low level needs fulfillment. Whilst many people appreciate the services can offer training, all too often the training being offered and considered is pseudo technical and the ability of the services to offer higher level skills and personal development is not appreciated.

The higher level policy makers in Government must realize that defense does not come cheaply now. Calls to patriotism and self sacrifice for the



good of the nation are either heard by a few or are unable to be answered because of other commitments. It must be recognized that one of the biggest drawbacks, for those who are aware of it, is the services' potential to increase an individual's human worth by training him and giving him an opportunity to find self development whilst at the same time providing for his security needs. Besides attempting to widen the general knowledge of this incentive the policy makers must allow the military to maximize their use of it by offering training courses in a more generous fashion. By this I mean it has been traditional to demand a payoff for any valuable training given and to restrict training to certain areas where a clear correlation with military duties is seen. As previously discussed military and civilian occupational skills are showing a tendency to fuse and at the same time people are feeling a need for more fate control and an opportunity to achieve self determination. Against this background the Government should recognize it may be self defeating to demand periods of payback service for training and to deny individuals the opportunities to develop their talents in one area because it has no apparent military application. Whilst this is not a call for the transformation of the military into a wholesale surveyor of education, it is suggested a more liberal policy should be adopted, consistent with the operational and financial constraints that must be considered. It should also be recognized that skills and personal development training by the services benefits the nation as a whole as once the serviceman re-enters the civilian work force he is a more valuable human asset to any organization.

The military itself must also recognize the need to closely examine its own attitudes. As mentioned previously it must strive to show the nation what it really has to offer and ensure that the highest possible standards are maintained to attract people of the desired calibre.

Probably more attention must be given to the "whole man" concept. Instead of seeing an individual as one extra serviceman it should think of the person in both his domestic and work role. It must take more account of the difficulties service life can create for the family unit and offer the individual a sympathetic hand in times of difficulties. The impact of the women's movement and the increasing number of career women may mean even further problems for individuals in the military. Possibly more flexibility should be introduced into job assignments to allow members to spend an increased amount of time in a given geographic area.

Another aspect worthy of consideration is the military's tendency to insist on contracts of service. These may be based on valid reasons, but the suggestion is they are relics of an era of unique military skills and a sense of social values inconsistent with today's attitudes.



As many individuals stress the need for fate control and at the same time express ignorance of the service it is feasible to suggest some worthy people reject a period of military service because they see the "service contract" locking them in. If the service contract is considered essential then possibly it should be reduced to the minimum feasible length and potential enlistees should be allowed an experience tour (a probationary period for both parties) before being required to sign on.

The military should also re-examine the policy towards termination of service and subsequent re-entry. There is a tendency to firstly project some hostility towards the individual who decided to exit. Then, if at a later time, he should apply for re-entry he is treated somewhat like the recalcitrant child in need of punishment. Obviously the rights of those who stayed in the employ of the military must be given equitable safeguards but it should not be treated as an unusual or threatening act for someone to try his fortunes elsewhere for a time. In fact there is a lot to be said for allowing employees to gaze in other pastures if they so desire. For some it will be a chastening experience as they realize they have less potential than they had anticipated and for others it will strengthen their conviction the military way of life suits them best.

The military has always paid attention to the welfare of its members but as history reveals frequently this attention was motivated by pragmatic considerations which, whilst entirely consistent with the social norms of the time, are no longer valid. The 1970's have been heralded as the decade of people (Beam 1973) and as already suggested, the military will have to pay more attention to the "whole man" concept. Further to this it is recommended that consideration be given to ways of allowing individual attitudes and opinions to be heard up the chain of command. Use of surveys, discussion groups and an open door policy are helpful, but deeper approaches such as a military industrial relations organization need consideration. Possibilities such as an Ombudsman, a Trade Union organization, or a Military Association spring to mind as ways of giving an individual a voice in the conditions under which he serves. Probably an Ombudsman would not be able to react promptly enough to local issues and as Trade Unions are tainted with the image of unreasonable militancy, a military association may prove most effective. There is no suggestion here of eroding or debasing the essential chain of command, but merely of supporting it by offering individuals an accepted method of ensuring their views are being taken into consideration when decisions affecting them are being made. It should also be noted such a system would provide policy makers with a means of determining the attitudes and morale at the various levels within the organization.

#### Decentralization:

As revealed by surveys, one of the persistent criticisms of the military organization is the feeling of a lack of an opportunity to exercise independent action. This feeling is probably best described by the saying of having to "do things by the book". Whilst many career people would not agree a number



apparently do and the evidence suggests that the majority of non-career individuals apparently perceive this as a major disadvantage to service employment. Understandably a complex structure such as the military must have a number of instructions guiding members in their duties, but there does seem to be a tendency for these instructions to be overly restrictive and in many instances it is not so much the instructions per se that are at fault but rather their implementation. Senior officials become unduly anxious about deviations from their interpretations of policy guidelines and either refuse to delegate responsibility to others or insist on exercising the most critical supervision of their subordinates. The system is also being driven to centralization because of the use of complex data processing equipment and the advent of highly sophisticated communications systems which elevates virtually all the non routine decision making to the higher levels of command.

The incompatibility of these developments with current social and personal values is obvious and steps must be taken to reverse the trend. Commanders must be trained to become more skillful in the art of delegation and they should be encouraged to see their role as more than of a tutor than critic. Within reason they must be prepared to give their subordinates "a chance to fail".

Ironically the group who can suffer most from being oversupervised are the middle managers, who as junior leaders, were given a fair degree of independence because the tasks they were assigned had relatively short-term impacts and so their superiors were willing to let them experiment. However, further up the ladder the tasks have a longer gestation period and failures in this stage are seen as having potentially more serious repercussions. Thus the tendency is to centralize decision making to a greater extent and to weaken the official's power of independent action. The net result is to doubly frustrate the person who feels he has by now acquired the necessary skills and experience to successfully solve the problems given to him, or to know when they are beyond him, and yet he is not allowed to test himself. A greater trust of subordinates is needed (less theory X) and this should be coupled with rewards for those who succeed and equitable losses for those who do not. It should also be appreciated that it is at the middle management level (both officer and enlisted) that a form of plateauing in the services' demand for expertise occurs as the middle of the structural pyramid is reached. More job discretion at this level would thus permit an additional ongoing process of selection to assist in identifying those for promotion, retention or separation.



### Commercial Linkages:

One of the practical key points in the use of short term personnel is to ensure that they do not suffer material hardships. Whilst this discussion has placed great emphasis on the intrinsic factors involved in service employment it would be remiss if no attention were paid to the mechanics of how to avoid workers feeling "job dissatisfaction".

Probably a fundamental requirement would be to ensure workers would not sacrifice pension or retirement benefits if they moved between military and civilian employment. They should be guaranteed a retirement benefit at least equal to the one civilian employment would have ensured them and if necessary the benefit should be adjusted to compensate them for military service where such service results in a contracted career span.

A scheme of salary stabilization would be most desirable. By this I mean if an individual was asked to leave the service because of force reduction he should be given a reasonable period in which to find a new job and during this period his salary should be continued. If because of service connected reasons he is unable to find a job at the level he would be entitled to expect the military should subsidize his salary for an appropriate period of time - probably based on the length of his service.

To facilitate movements of individuals both into and out of the military and to act as an additional enlistment incentive arrangements could be made with major commercial organizations and other Government departments for people to be guaranteed employment with them once their period of military service is over. This has obvious appeals to the military and for the other departments and organizations, it offers them a supply of trained and relatively experienced people who possess certain personal traits which they would find agreeable. If necessary representatives of these organizations could participate in the military selection process and only accept people for the scheme who fulfilled both their and the military's entrance requirements.

### Rank Structure:

Whilst surveys have shown that a clear rank structure is supported by career members of the force it has been suggested that for short term people it can be a source of irritation (Braunstein 1974). It can also be argued that having to place non career people in certain rank categories is at variance with the logic of the military pay system. Traditionally, and I believe for career people it still applies, individuals were remunerated on the pure pay method of time spent. This was necessary to allow for the exigencies of the service and still seems to be valid. However, for short term people the intention is to hire them to fill a given need in the organization, i.e. virtually to do a specific job and therefore they should be paid based on that job. Under these conditions it would seem they should obtain their "rank" from the particular



job they hold and to avoid conflicting with the career force it is suggested consideration be given to an ostensibly rankless non career force who derive their status from the particular job they hold at any one time. This arrangement would also provide increased flexibility in employing non career people as they could be more easily deployed into areas where their skills seemed most appropriate at any one time, as well as giving them an increased opportunity to remain longer in a geographic area by job transfer if they so desired.

### CONCLUSION

This discussion has attempted to develop the argument that, provided certain steps are taken, it is realistic to believe that a viable military force can be established and maintained on the basis of a mixture of career and non career people.

Space constraints have prevented the discussion of related issues such as the relative proportion of career and non career people and the place of civilians and reserve forces in the scheme. However, the basic point is that use of non career personnel is feasible provided it is recognized they will be looking more for an opportunity to develop themselves and to fulfill personal goals rather than to find long term self fulfillment in the services. Their association will be more on a mutual aid basis as opposed to the career individuals who find in the military per se a sense of satisfaction. Thus the incentives needed to attract the short term individual, must have a slightly different bias to those aimed at the career person. For the non career individual he must feel he has nothing to lose by going into the service but a whole lot to gain.

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# *Performance Evaluation On Servicewomen: Problems Affecting their Preparation*

by J. A. Tamplin, Jr.

*In this paper Lt Tamplin has enumerated the growing need for a review of the policies and prejudices surrounding evaluation of women in the Armed Forces. The author briefly presents the background of the current dilemma and offers some constructive criticism on programs for the future women in uniform.*

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*"Performance appraisal, systematic or otherwise, is unavoidable. Modern organizations seek data on individual performance to validate decisions made in distributing compensation, in allocating people to jobs, in selecting new members, and in advising individuals on ways of improving their own performances."*



This quote found in Ref. 24 essentially sums up the reasons for the importance of personnel evaluations. It also serves as a synopsis of the areas in which problems will arise if the evaluations given to servicewomen do not receive the same attention and are not prepared with the same standards and lack of bias that men receive. If the Services retain their present tests and evaluations which are given to men, a change will have to be made so that women are also appraised by these same methods or these methods will have to be changed to properly reflect the abilities and performances of men and women under the same conditions.

#### BACKGROUND INFORMATION

As of 1 July 1973, the United States committed itself to a new era of military personnel recruitment - the All-Volunteer Force (Ref. 4). The immediate result of this change was a drastic reduction in the quality and quantity of available manpower among which the Services had to select personnel to fill their needs. One of the first recommendations presented to meet this manpower gap was the increased utilization of servicewomen by increasing their numbers and opening additional career fields to them. This thinking was voiced by the then Secretary of Defense, Elliot P. Richardson, who stated in Ref. 15:

*"An important consideration in implementing the All-Volunteer Force was the potential trade-off between men and women. By enlisting more women, fewer men had to be enlisted. Also, because the proportion of women in the Armed Forces was much smaller than that of men it was comparatively easy to maintain high quality standards among women entries."*

From the incorporation of servicewomen other than those in the medical corps by the Women's Armed Services Integration Act of 1948 until 8 November 1967 when President Lyndon B. Johnson signed Public Law 90-130, there was a two per cent ceiling on the number of women that could be in any branch of the Services (Ref. 12). Even after this bill eliminated the ceiling, the only branch that even approached two per cent prior to the initiation of the All-Volunteer Force was the Air Force in 1972, just a year before the change (Ref. 10). As a result of the success the Services have experienced the recruitment of women, the goals set for total number of servicewomen have been revised almost yearly. An example of this success was the initial goal of the Women's Army Corps to double its 1972 strength, approximately 13,300, by 1978 set in October 1972 as compared with its new goal to triple its 1972 strength by 1978 set in September 1973 (Refs. 21, 22, and 25).

Coupled with this increase in the numbers of servicewomen in each of the Armed Forces has been the opening of many additional career fields to women which had previously been for men only. A chart contained in Ref. 2 depicts the significant increases in the number of these fields that were opened to women. The comparison is made between as late as June 1971 and the



eve of the All-Volunteer Force, October 1972. The Army had open 89 per cent compared with a previous 39, the Navy had 96 per cent with a previous 24 and the Air Force had 98 per cent compared to the former 51 per cent. Only the Marine Corps showed a decrease over this period from 36 per cent to a new 31 per cent, but this also has changed with women now being able to enter 28 out of a total of 39 occupational fields available to male Marines (Ref. 18). The Army and the Navy since this date have opened additional fields to women so that now all enlisted ratings in the Navy are open to women and 443 Military Occupational Specialties (MOSs) out of a total of 482 are open to women in the Women's Army Corps (Refs 16 and 19).

*"....at the heart of the women's liberation movement is a simple desire by women to be treated as individuals,*

*....women are asking, often demanding, to have as many options and opportunities for life, liberty and the individual pursuit of happiness as men have."*

This statement found in Ref. 9 sums up the essence of the women's liberation movement. This movement has been responsible for the campaign which culminated in the passage of the proposed Equal Rights Amendment through Congress on 22 March 1972 (Ref. 20). The probable ratification of this amendment and the effects of the women's liberation movement are already being felt by the Armed Services, and these conditions occurring in the era of the All-Volunteer Force which requires the increased utilization of service-women through numbers and abilities makes this movement a power that must be reckoned with if the Armed Forces are to maintain their current status. The importance of women to the very existence of the military establishment as it is today is reflected by a statement found in Ref. 7:

*"....Industry has long depended upon the female majority as a source of qualified help, and to deny the Armed Forces similar access to this major segment of the manpower pool could only weaken the Nation's defense organization."*

Thus it is in the light of these extreme changes to the role of women, as it has existed in the past, that the problems that are and will occur in the personnel evaluation of servicewomen must be examined. It is also in this environment that the solutions to the problems must be devised by the Services in order to achieve the full utilization of servicewomen that is required to maintain the position of the United States as a military world power. As the then Secretary



of Defense, Elliot P. Richardson, stated in Ref. 4:

*"We need to make more and better use of women. We say this not just because we're for, in principle, the idea of assuring equality of opportunity to women. We're not talking about the Department of Defense or the Services as instruments for putting an end to the vestiges of discrimination toward women. We're talking about the very direct interests of the Services, for their own purposes, in doing a better job for the United States in the era of the All-Volunteer Force."*

*We're not thinking in terms of what we can do for women, we're thinking in terms of what women can do for us and for the national security. And I'm not sure that we're asking them to do enough."*

#### THE PROBLEMS

*"It is difficult to rationalize away two million years of gut-level emotion that identifies woman as a weaker, less competitive figure....It used to be serenely assumed by men and women alike that if a woman entered the professions in order to excel in a man's world, it was only because she could not catch a husband ....I suspect that women discovered early in the game that if they wanted to be accepted on intellectual terms they did not dare be too attractive in feminine terms. Consequently, they deliberately buried their femaleness in order to make their acceptance easier not only by the men with whom they worked, but by their wives....Statistics, numbers, figures - tradition has it that women do not understand these fields....Second only to the gut-level response is the carefully nurtured and painstakingly instilled social response...."*

This statement by Dr. Doris Merritt of the Indiana University School of Medicine essentially sums up the problems facing those who attempt to prepare personnel evaluations upon servicewomen in the era of the All-Volunteer Force (Ref. 14). The overall problem is one of attitude and this can be further broken down into the two areas of male bias against working women in general, servicewomen in particular, and of the conflict situations faced by all working women. These particular problems are especially acute when placed in the era of the All-Volunteer Force and the growth of the women's liberation movement. Because of this environment there is a need for a revised role for women as dictated by society in order that women are no longer tied to the traditional sex-roles of mother and wife.



#### A. NEGATIVE ATTITUDE OF MEN

*"Their potential capability is the most important thing the commander needs to know about women. If he goes along with the old myths about women not being psychologically or physically suited for this, that or the other and has taken it as gospel, then he's not going to properly utilize women because he is convinced that they have certain limitations - which they may or may not have, depending on the individuals, not on the fact that they are women."*

This statement by Brigadier General Mildred C. Bailey, the Director of the Women's Army Corps, in Ref. 22 emphasizes the disadvantages that result if the negative attitudes of males in the Armed Forces toward servicewomen are allowed to persist. The results of a survey presented in Refs. 7 and 8 which was conducted in the early part of 1972 demonstrated that the general attitude of most males in the Services was largely negative. The quotes obtained in this survey expressed the ideas that women do not belong in the Services which is a man's job, that they belong in the home near the playpen, that they cannot be treated in the same way if they fail to perform correctly, that the only ones who join are either looking for a husband or are unable to find one and must find some way to support themselves, and finally, that they insist upon a double standard of equality when it is to their benefit and special treatment when it is not.

Although the Air Force has long prided itself on the equality provided to its women and has often presented impressive statistics to prove their case, it too has been the victim of the male negative attitude toward women. This fact was brought out by Colonel Doyle E. Larson in Ref. 13 when he stated regarding the figures that had been previously announced by the Air Force:

*"Such statistics are misleading, however. They do not reveal the strong resistance in the Air Force to the full utilization of women. Expansion is one thing, but utilization is quite another. The increased use of WAF during the past few years appears to have been due completely to WAF militancy and has not been a wise, spontaneous response by the Air Force in recognition of a new source of manpower: womanpower. Opening career fields has not necessarily meant that Air Training Command will fill quotas with eligible women. The resistance to women in the ranks is widespread and deeply ingrained."*



From these statements can be envisioned the monumental task facing the Services in the personnel evaluation of servicewomen. Since it is a widely accepted fact that no matter how objective the method of evaluation some bias of the judge can always creep into the final rating and determination of rankings. It is quite apparent that servicewomen at the present time as well as in the future will not receive the same treatment regarding personnel evaluations as do men in the Services unless this attitude is changed.

#### B. CONFLICT SITUATIONS IN WOMEN

*"The woman in uniform has long since been liberated from snuggies, those wooly OD underwear that chastely encased a Wac from waist to knee. But she's having a much harder time getting rid of mental snuggies, those far less obvious wrappings which keep the mind safe, warm, insulated and unchanging. Those wrappings are attitudes she's picked up in much of her service life. Work well, she learns, but only in certain jobs. Achieve, but don't aspire. Act like a lady and, above all, don't be over-aggressive."*

This quote found in Ref. 7 is an apt summation of the conflict situations which servicewomen have to face. In a majority of the situations, the conflicts are the result of a desire for personal fulfillment as an individual which clashes with the traditional sex-role defined by society to which women are to conform. Additionally, some of the conflicts arise as a result of other women and the men in society seeking to maintain the traditional sex-role for all women.

*"....Among women, the anticipation of success especially against a male competitor poses a threat to the sense of femininity and self-esteem and serves as a potential basis for becoming socially rejected...."*

This quote summarizes the results of a study conducted by Matina S. Horner from 1964 to 1971 which revealed a conflict situation within women called the fear of success (Ref. 11). As a result of this fear of being thought of as unfeminine, the performance of these women would be hampered by the women themselves thus giving any judge of their performance the impression that they were not as capable as their male competitors. Needless to say, this conflict situation alone would greatly affect the personnel evaluations of servicewomen if they were rated on competitive performance alone.

Jane Prather in Ref. 17 explains the barriers to a correction of this particular conflict when she states:



*"....as long as socialization practices persist which reinforce dependency, passivity, and nonassertiveness in girls and which discourage girls from seriously pursuing higher education, few women will train to compete equally with men occupationally. Because of the many myths society holds about employment of women, many men do not treat their women co-workers as equals."*

Another conflict situation which occurs in working women is the career versus the home conflict. This conflict has only recently become of more importance within the Services as a result of the new regulations which permit women who become pregnant or parents of children under 18 to remain in the Services and for wives and mothers to enlist in the Armed Forces. The essential problem here is the feelings of the woman toward her double role, especially if children are involved. Herzog in 1960 conducted a study that revealed that the working mothers suffered from a sense of guilt about leaving their children and going to work even though all of the results of the study revealed that their children were no worse off or in any more danger of becoming delinquents than the children of non-working mothers (Ref. 23).

As can be seen in this examination of some of the conflict situations which servicewomen must face, the attitude of women which manifests these conflict situations could exert as strong an influence upon the personnel evaluations of servicewomen as do the negative attitudes of men in the Armed Forces. Wesley J. Barlow stated in Ref. 3:

*"....the woman going into a career in business where she will compete with men has a very up-hill road to follow. Not only will she have to develop or strengthen attributes of her personality which are not her main strengths, but she will have to convince her associates (peers, superiors and even subordinates) that she is deviant enough to be able to compete in a masculine-oriented environment, in a masculine game, judged by masculine rules."*

#### RESEARCH RESULTS

*"When you really stop to think about the state to which our society has developed, there is no reason in theory, sociology, or equity why women should not have every opportunity the men have. I believe any man or woman should be permitted to serve his country in any capacity that he or she, as an individual, views as appropriate."*



This quote by the then Chief of Naval Operations, Admiral Elmo R. Zumwalt, Jr., in Ref. 19, expresses the attitude that is required in all of the male members of the Services before women can be assured of receiving unbiased personnel evaluations.

A study done by the Air Force Human Resources Laboratory in 1971 examined the difference in performance on selection tests of male and female enlisted personnel (Ref. 1). The results of this study showed that the women performed as well as the men even on the Armed Forces Qualification Test (AFQT), which is not given to Women in the Air Force (WAF) but only to males, with the exception of the Mechanical Comprehension subtest which the researchers felt was totally a function of societal concepts of the proper subjects for training of boys as opposed to girls. This study serves to prove the fact that women are as intelligent and capable as men. It further points out the barrier to future improvement in the technical abilities of women so long as society continues to dictate a sex-role to women which does not condone the entrance of women into technical, mechanical and scientific fields.

A study done by David R. Day and Ralph M. Stogdill in 1972 examined the capabilities of male versus female supervisors as determined by their subordinates (Ref. 6). The results of this study confirmed the fact that female supervisors are generally as effective as their male peers. It further pointed out that the women are probably more qualified for advancement than their male peers as the women on the average were five years older, had fewer children and had attended about two more training programs. Even so, the advancement of these female supervisors was not connected to their effectiveness as it was for their male peers, but rather it was simply a function of their being female.

As can be seen by these few examples of the studies which have been conducted, there is no real basis to the myths that are used to justify the attitudes which restrict the actions of women not only in the Services but also in society as a whole. The task remains to eliminate these barriers and to re-educate society as to the real abilities and capabilities of women.

#### CONCLUSION

The two major problems which hinder the unbiased preparation of an evaluation on servicewomen today are the negative attitude toward women in the military maintained by servicemen in general and the conflict situations which arise in servicewomen as a result of their selection of a career that is at odds with the one which society has dictated to all women.

As personnel performance evaluations weigh heavily in the decisions of advancement and selection for positions, the magnitude of the effect of these problems on the careers and fuller utilization of servicewomen is monumental. As Day and Stogdill found in their study which was mentioned previously, the advancement of female supervisors working for the United States Air Force was



a function entirely of their being females rather than upon their effectiveness as managers or their abilities and training. In Ref. 5 Lieutenant Commander Beth F. Coye presented facts which bring this problem even closer to the Navy:

*"In terms of billet grade versus officer grade, women line officers in the senior grades are underutilized. Based upon a Bureau of Naval Personnel printout of 16 April 1971, 22 percent of the captains, 27 percent of the commanders, and 17 percent of the lieutenant commanders are in billets which are a grade or more below their officer grade."*

Perhaps it was such inequalities and underutilization of women by the Services that Admiral Zumwalt was referring to when he stated in Ref. 19:

*"I believe we can do far more than we have in the past in according women equal opportunity to contribute their extensive talents and to achieve full professional status. Moreover, the imminence of an All-Volunteer Force has heightened the importance of women as a vital personnel resource."*

In order to ensure that this goal of the full utilization of the talents of servicewomen will be met, a program must be initiated and zealously maintained which will be aimed at the elimination of a prejudiced attitude against women in the Armed Forces which will aid in the elimination of the circumstances that result in the production of conflict situations within servicewomen. Only in this manner will servicewomen perform on a competitive level with men and be able to expect a fair and unbiased evaluation of their individual performance.



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